

1936 *Sup*

THE



Child

Monthly News Summary



JUNE
1939

Volume 3
Number 12

Published by the
CHILDREN'S BUREAU
U. S. DEPARTMENT OF LABOR
WASHINGTON, D. C.



THE CHILD — MONTHLY NEWS SUMMARY

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WHITE HOUSE CONFERENCE ON CHILDREN IN A DEMOCRACY

FROM THE ADDRESS BY THE PRESIDENT OF THE UNITED STATES

We make the assumption that a happy child should live in a home where he will find warmth and food and affection; that his parents will take care of him should he fall ill; that at school he will find the teachers and tools needed for an education; that when he grows up there will be a job for him and that he will some day establish his own home.

As we consider these essentials of a happy childhood our hearts are heavy with the knowledge that there are many children who cannot make these assumptions.

We are concerned about the children of the unemployed.

We are concerned about other children who are without adequate shelter or food or clothing because of the poverty of their parents.

We are concerned about the children of migratory families who have no settled place of abode or normal community relationships.

We are concerned about the children of minority groups in our population who, confronted with discrimination and prejudice, must find it difficult to believe in the just ordering of life or the ability of the adults in their world to deal with life's problems.

We are concerned about the children living beyond the reach of medical service or lacking medical service because their parents cannot pay for it.

We are concerned about the children who are not in school or who attend schools poorly equipped to meet their needs.

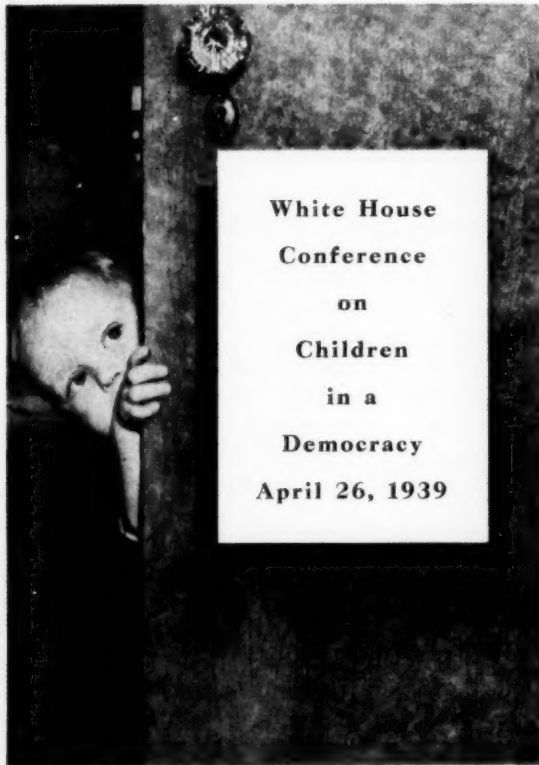
We are concerned about the children who are outside the reach of religious influences, and are denied help in attaining faith in an ordered universe and in the fatherhood of God.

We are concerned about the future of our democracy when children cannot make the assumptions that mean security and happiness.

This conference and the activities which it initiates furnish an opportunity for us to test ourselves and our institutions by the extent to which they serve our children. I look to you for comprehensive review of the problems before us, and suggestions as to practical ways in which we may advance toward our goal.

—FRANKLIN D. ROOSEVELT.

CONFERENCE QUOTATIONS



MRS. FRANKLIN D. ROOSEVELT:

One of our great problems, whether in connection with the physical care of children, their education, their surroundings, their recreation, or their community life, is to get a general picture. We are growing so much closer together that it really matters to everybody what happens to children anywhere in the United States. . . . We have to take a national interest; we have to know our Nation.

I say this in connection with every kind of governmental or charitable activity, but I think it is more important where children are concerned than anywhere else, because they are the future. They are going to make the Nation. If we do not know what goes on all over the country, we cannot possibly tell what is going to happen in our own communities a few years from now. We may be coping with conditions in our own communities

that are the result of trouble originating hundreds of miles away. . . .

In all the work that we are planning, in all our conceptions of work that needs to be done over a long period of years, I think we should stress that we are trying to bring the whole Nation up to better standards, that we are trying to produce for the future a healthier group of children, a group of children who, because they are physically healthy, because they know what it is to live under decent conditions, can profit by a better type of education—become more useful in their communities and the bulwark of democracy. . . .

And so, as I look into the future, I hope that one of the things a group of this kind is going to do is to paint that picture before the country on as big a canvas as possible so that the whole country will become conscious of the needs of children everywhere in the United States.

Do not let us be placid because in our own communities things are all right for the moment. Let us realize that our future lies in the hands of the children throughout the United States, and let us be just as interested in things that are happening to children anywhere in the Nation as in what is happening to our children at home.

That is, I think, the one way we can be sure of giving the children of today a more vital part in our democracy and a really vital part in shaping and enjoying the Government of our country.

HON. FRANCES PERKINS:

Perhaps some people may wonder why we need a White House Conference to express our affectionate concern in the welfare of children. Nowhere, I feel sure, are the interests of children more deeply cherished than in America. Our forefathers came to this Western Hemisphere chiefly for the purpose of founding homes under conditions where their children would be able to enjoy freedom and opportunity for the fullest possible development of their inborn capacities. Our Nation was the first in the world to establish a special agency of the National Government for the service of children.

The conference is not going to attempt to define or defend our American democracy, though

it may have to attempt to state some of its underlying purposes. Democracy is not only a form of government, it is not only a matter of people living in liberty with each other, there is involved in it the experience of men in liking each other, in getting on together, and in using the friendship so generated to develop a better life and a better relationship for all the people who come after us. We need to take these things for granted in America and go on to see what more we can do with them in behalf of the children of the next generation.

It is our awareness of the importance of centering attention, in the development of our democracy, upon those in the population who are in the most formative and impressionable period of life, namely on the children, that leads us to review the extent to which their needs are being met, and the ways in which we may assure to them those safeguards and opportunities upon which their happiness and growth, and the future of America, depend.

RIGHT REV. MSGR. ROBERT F. KEEGAN:

This conference insofar as it is humanly possible must help to provide for our young people what our American concept of a democratic society in its very charter purports to give to all its people--hope, security, and genuine guarantees in the pursuit of happiness.

It seems to me that the most urgent and salutary message that this conference will give to our children and youth is the straightforward, frank, and courageous statement that we recognize and are sensitive to their needs. We must not let these difficult years rob our young people of hope. . . Only in religion can child-welfare efforts find their true foundation, for only in religion can be found the inherent and intrinsic dignity of the human personality. . . . Religion must provide guides and the ideals for right living. It must afford vigorous incentives and inspiring motives for right conduct. It must teach the necessity for Divine assistance in meeting the stresses and strains of life. It must teach the child that from the eternal realities of religion spring the living sources of democracy. . . .

Ours, then, in the months to come, is the

sacred trust to formulate standards and programs of child welfare in terms of all these basic considerations. God grant that in these eventful days, fraught as they are with the fate and the future of humanity, we may act wisely. In acting for the children and youth of today, we safeguard the America of tomorrow.

HOMER FOLKS:

In planning for this 1939 conference, we have been looking ahead, not to 1940, but to 1980 or thereabouts. Somewhere within these United States, within the past few years, was born a child who will be elected in 1980 to the most responsible office in the world, whose incumbent lives here. We cannot guess his name or whereabouts. He may come from any place and from any social or economic group. He may now be in the home of one of the soft-coal miners, or in the family of a sharecropper, or quite possibly in the home of one of the unemployed, or in a family migrating from the dust bowl, or in a college professor's family, or he may be surrounded with every facility, convenience, and protection which money can buy. Very likely his home is on a farm. Even Dr. Gallup with his poll can give us no light on this problem.

If we could unroll the scroll of the future enough to read his name and whereabouts, how many things we would wish to have done for him, how carefully we would wish to guard his health, his surroundings, his education, his associates, his travels, his ambitions--and what a gorgeous mess we almost certainly would make of it. Could we be wise enough, by any chance, when we crossed the threshold of his home, to salute, not the child, but his parents and say, "This job is of immeasurable importance, but it is yours--none of us can take your place, but let us help you in every way in which you need help. We will provide for you the needful things which are beyond your reach."

Since we cannot know his name or address, we have only one opportunity to see that the President of 1980 will be prepared for his job. We must decide what are the actual needs of all children who are to become useful, competent, public-spirited citizens. We must, most seriously and without delay, see that all the needful steps are

taken to make these minimum provisions available for all the children of the United States--for every last one.

That will be no waste of effort. If reasonable and practicable measures for the protection, education, and civic development of all children are taken, we will have included several other presidents to be elected shortly before or after 1960, as well as several hundred governors of our 48 States, several thousand mayors of our 3,000 cities, and tens of thousands of legislators of cities, States, and Nation; as well as scores of millions of citizens who will select and elect the men and women who are to fill these many thousands of responsible posts. They will set the tone of

American public life, will determine how well democratic government in America can and will serve the needs of its citizens.

MILBURN L. WILSON:

As we look forward to the development of a richer and fuller country life in the United States, and as we consider that a great many people who are later to occupy the cities are now being born on farms and living their childhood in the country, we in the Department of Agriculture recognize the great importance of the considerations before this conference. . . We are, therefore, happy that rural problems are being considered as a whole with urban problems.

CONFERENCE ITEMS

Program of the Initial Session

The first session of the Conference on Children in a Democracy, called by the Secretary of Labor at the direction of the President, met in Washington on April 26, 1939. The morning session was held at the White House with the Secretary of Labor presiding as chairman of the conference.

President Roosevelt, as honorary chairman of the conference, delivered the opening address, which was broadcast over three radio networks. Selections from his address and from the addresses of Mrs. Roosevelt, Homer Folks, and the Right Rev. Msgr. Robert F. Keegan are given on the preceding pages.

In the afternoon at the United States Departmental Auditorium with the Secretary of Labor presiding, brief talks were given by Milburn L. Wilson, Under Secretary of Agriculture, Katharine F. Lenroot, Chief of the Children's Bureau, and Philip Klein, of the New York School of Social Work. For the remainder of the afternoon, the conference divided into four sections, as follows:

Section 1, Objectives of a Democratic Society in Relation to Children. Chairman, James S. Plant, M. D.

Section 2, Economic Foundations of Family Life and Child Welfare. Chairman, William Hodson.

Section 3, The Development of Children and Youth in Present-Day American Life. Chairman, Ruth Andrus.

Section 4, The Child and Community Services for Health, Education, and Social Protection. Chairman, Frank Bane.

Reports by the section chairmen were given at a dinner session of the conference at the Shoreham Hotel. Homer Folks spoke on plans for conference work, and the Secretary of Agriculture spoke informally. In conclusion, Miss Perkins, as chairman of the conference, described the work of the conference members during the coming year as the redefining of objectives of living in a democratic society. The final session will be held in 1940.

Membership of the Conference

Of 630 persons invited, 585 accepted membership in the conference. The Governor of each

State and Territory was asked to designate one person to represent him and 43 Governors did so. Other members were appointed by the conference chairman, after suggestions for membership were reviewed by the Committee on Organization. The conference membership includes representatives from every State and Territory.

In order that all fields of work with children should be represented, the membership was arranged to include physicians, public-health nurses, nutritionists, and other health workers; economists, sociologists, statisticians, educators, teachers, editors, and writers; recreation workers and housing experts; representatives of industry, labor, and farm groups; vocational and employment experts, labor administrators and workers with youth; public-welfare administrators and social workers in children's agencies and in the field of delinquency; Indian and Negro welfare workers; clergymen, representatives of various types of organizations and of the public, and Federal officials.

The opening session of the conference was attended by 410 members, including representatives from all but 2 States.

Papers and discussions to be published

"Papers and Discussions at the Initial Session of the White House Conference on Children

in a Democracy" has been prepared for publication and will be issued by the Children's Bureau. This publication includes addresses made at the opening session of the White House Conference on the morning of April 26, 1939, discussion at the four section meetings, and the proceedings of the dinner meeting at the Shoreham Hotel.

Grant from General Education Board

The General Education Board has made a grant of \$47,000 for expenses of the White House Conference on Children in a Democracy. This fund is to be administered fiscally by the American Council on Education.

OFFICERS OF THE CONFERENCE

Honorary Chairman:

The President of the United States

Honorary Vice Chairman:

Mrs. Franklin D. Roosevelt

Chairman:

Frances Perkins, Secretary of Labor

Vice Chairmen

Milburn L. Wilson Henry F. Helmholtz, M.D.

Homer Folks Rt. Rev. Msgr. Robert F. Keegan

Frank P. Graham Jacob Kepecs

Josephine Roche

Executive Secretary:

Katharine F. Lenroot

Assistant Secretary:

Emma O. Lundberg

Planning Committee

(See *The Child*, March 1939, pp. 214-216 for list of members of the Planning Committee).

Committee on Organization

Chairman, Frances Perkins Fred K. Hoehler

William G. Carr Jane M. Hoey

Elizabeth Christman Katharine F. Lenroot

Homer Folks George F. Zook

Committee on Report

Chairman, Fred K. Hoehler

Homer Folks Hugh R. Jackson

Research Director, Charles S. Johnson

Philip Klein Rev. George Johnson

*Chester I. Barnard Jacob Kepecs

Frank G. Boudreau, M.D. Rev. Bryan J. McEntegart

*William G. Carr *A. Graeme Mitchell, M.D.

C. C. Carstens *W. R. Ogg

Grace L. Coyle James S. Plant, M.D.

Mrs. Saidie Orr Dunbar Homer P. Rainey

Mrs. Katharine D. Fisher Floyd W. Reeves

Ben G. Graham Felix J. Underwood, M.D.

William Hodson *C.-E.A. Winslow, P.H.D.

*Appointed after April 26, 1939.

THE SOCIAL-SECURITY PROGRAM FOR CHILDREN

TWO YEARS OF CHILD-WELFARE SERVICES IN GEORGIA

Child-welfare services and facilities available in Georgia on April 1, 1937, and on March 31, 1939, are shown in parallel columns in a report of work issued in mimeographed form by the Division of Child Welfare of the Georgia State Department of Public Welfare (Atlanta, 1939; 5 pp.).

At the beginning of the 2-year period, this report shows, there were no State-wide facilities in rural areas of Georgia for services to neglected, dependent, and delinquent children and children in danger of becoming delinquent. There was no supervision or planning of adoptions and other types of foster-home care in rural areas, no boarding-home care except in Atlanta and Augusta, no enforcement of standards for child placing.

A total of 2,800 children were under care of institutions for dependent and delinquent children in the State, but there was no service for delinquent children in their own communities and no preventive work. No psychological services were available in rural areas. There was no legislative requirement for inspecting and licensing institutions for dependent and delinquent children and very little social service was available from the State.

At the end of the period child-welfare services had been established on a State-wide basis under plans approved by the Chief of the United States Children's Bureau in accordance with the child-welfare provisions of the Social Security Act. Ten district consultants of child welfare were covering 12 welfare districts of the State. Seven county child-welfare workers were covering eight demonstration counties in the State.

Child-welfare services were available in 1939 to any children in the State who were neglected, dependent, delinquent, physically handicapped, mentally handicapped, born out of wedlock, or maladjusted in home, school, or community. Through this program 2,502 children were served in the 9-month period ended March 31, 1939. The services consisted of making adjustments of children in their own homes, placing children in foster homes, planning for delinquent children, and arranging psychological services when needed, in cooperation

with all children's institutions and agencies.

A department of child placing and foster-home care created in the Division of Child Welfare had established interstate adoption policies, adoption policies within the State, and minimum standards for child placing in the State. Licenses were granted to child-placing agencies meeting the minimum standards. A boarding-home program was started in some rural sections. In the last 9 months of the period 176 children were placed by the division in adoptive, boarding, free, and work homes in areas not covered by licensed child-placing agencies.

A plan was established for State-wide service to investigate cases of all children committed to or discharged from State training schools. Consultant service was given in 13 juvenile courts at the end of the period.

Services of a psychologist were made available throughout the State for giving intelligence tests and for studying and advising on behavior problems of children. In 11 months this service was used for 607 children in planning placement for adoption, in making plans for institutional care, and in adjusting family, school, and community difficulties.

In addition to the program under the Social Security Act, the Division of Child Welfare was designated under the Welfare Reorganization Act of 1938, which empowered the State Department of Public Welfare to inspect, license, and supervise all child-caring institutions, as the State agency to administer the provisions of the law in relation to children's institutions. The actual inspecting and licensing of the children's institutions was made the responsibility of the social worker in charge of this phase of the child-welfare program. A complete registration system for children's institutions was established in the Division of Child Welfare, minimum standards were agreed upon by the superintendents of the institutions, and annual inspection of all children's institutions was made. One institution was closed by court order.

The staff interpreted the needs of underprivileged children in the State and ways of meeting those needs through interviews, talks, and

demonstration services. Interagency conferences were held to establish better cooperation and correlation of services.

CHILD WELFARE IN A WISCONSIN COUNTY

In order to explain the nature of child and family services available and bring them to the notice of persons in need of them, the child-welfare worker in one Wisconsin county has prepared a small mimeographed leaflet for distribution (Child-Welfare Program, Marquette County, Wis.; Ruth M. Werner, Children's Worker, Court House, Montello, Wis.).

Tensions in the home are described which may affect children unfavorably and in connection with which family case service may be of value. It is suggested that the child-welfare worker be told about—

1. The child who is beginning to be delinquent, takes things which do not belong to him, roams the streets all hours of the day and night, has questionable companions, is mean to others.

2. The child whose parents, either because of unawareness of dangers or because of lax standards, do not give him or her protection or guidance.

3. The child who is very shy and retiring, has few friends, does not mix well in social groups.

4. The child whose parents are physically, mentally, or morally unable to give the child a proper home and for whom it may be necessary to supply care outside his own home.

5. The child who for other reasons such as sickness or death of a parent must be cared for outside the home.

6. The child who is very irregular in school attendance for unacceptable reasons.

7. The child who is so retarded in school that it seems that special training is indicated and for whom special protection may be necessary because of limited reasoning capacity.

8. The child who has a physical difficulty, whose parents may need direction and encouragement to secure the proper care.

9. The child whose parents are separated, if there is a question as to the custody of the child.

10. The child born out of wedlock: (a) If the worker is notified or the individuals concerned are referred to her before the child is born, it may be possible to assist in planning; (b) if the parents marry following the birth of the child they can be assisted in having the necessary changes made in the birth certificate, so that the child will have the father's last name and the birth will be recorded as legitimate.

BOOK AND PERIODICAL NOTES

THE CONTRIBUTIONS OF PUBLIC-HEALTH NUTRITION TO SCHOOL CHILD HEALTH,* by Marjorie M. Heseltine. *Journal of Health and Physical Education*, vol. 10, no. 3 (March 1939).

Nutrition work under public-health auspices is organized for the most part, Miss Heseltine points out, not as an independent program but as a service to be incorporated into many of the major activities of the health agency, such as dental hygiene, health education, and tuberculosis control.

Public-health workers are increasingly interested in making nutrition services available to all children and in working for the preservation of good nutrition. "Few health workers of the present day are willing to limit their nutrition

program with school children to the correction of malnutrition. Schools are encouraged to furnish facilities for a nourishing noon lunch as a health measure to all children who cannot conveniently go home rather than to supply only free lunches as a relief measure to children who are needy and undernourished."

CASE WORK WITH CRIPPLED CHILDREN, by Georgia Ball. *Family, Family Welfare Association of America*, April 1939. 8 pp.

Problems arising from parental attitudes toward crippled children, from the reactions of the children toward their own handicaps, and from the factors involved in hospitalization and treatment are summarized by Miss Ball in this paper.

*Single copies of reprints are available from the Children's Bureau while the supply lasts.

MATERNAL, INFANT, AND CHILD HEALTH

MORTALITY FROM GASTROINTESTINAL DISEASES IN THE FIRST YEAR OF LIFE

Although the mortality among infants from gastrointestinal diseases¹ has been reduced greatly in the United States during recent years, this reduction has not been uniform in all parts of the country. In some areas and among some groups the infant mortality rates from these diseases are as high as or higher than the rate for the birth-registration area in 1915.

In 1915 (the year in which the birth-registration area was established) the mortality rate from these diseases was 25 per 1,000 live births. In 1937 the rate for the United States was 6. This constitutes a decrease in the mortality rate of 76 percent (fig. 1). The decrease in the infant death rate from gastrointestinal diseases is INFANT MORTALITY RATES FROM CERTAIN CAUSES IN 1915 AND 1937 (U.S. EXPANDING BIRTH-REGISTRATION AREA)

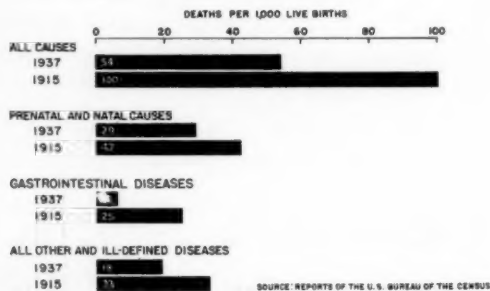


FIG. 1

more marked than the decrease in the rate from other causes. The infant mortality rate from all causes dropped from 100 in 1915 to 54 in 1937, a decrease of 46 percent. The decrease in the mortality rate from prenatal and natal causes (42 in 1915 and 29 in 1937) amounts to only 31 percent, that from all other and ill-defined causes (33 in 1915 and 19 in 1937) amounts to 42 percent.

¹The deaths from gastrointestinal diseases include those classified by the Bureau of the Census in the list of causes used for infant deaths under the titles: Diarrhea and enteritis, dysentery, and diseases of the stomach. In 1937, of the 13,205 deaths classified as due to these causes, 88 percent were due to diarrhea and enteritis, 8 percent to dysentery, and 4 percent to diseases of the stomach.

The mortality rates of 1915 are not, however, entirely comparable with those of 1937 because of the expansion of the birth-registration area. The 1915 area included only 10 States and the District of Columbia; the 1937 area, the entire continental United States. As is shown in figure 2, study CAUSES OF INFANT MORTALITY IN 1915 AND IN 1937 (U.S. REGISTRATION AREA OF 1915)

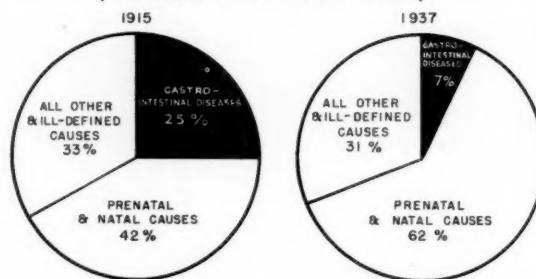


FIG. 2

of infant deaths in 1937 in the group of States included in the area of 1915 shows an even more marked reduction in the mortality rate from gastrointestinal diseases in this area than in the expanding birth-registration area. In the 1915 area the mortality rate in 1937 from gastrointestinal diseases was only 3 per 1,000 live births. Of all deaths in the first year of life in 1937 only 7 percent were attributable to these diseases, compared with 25 percent in 1915.

As has been said, the infant mortality rates from gastrointestinal diseases vary greatly from one section of the country to another and from one population group to another. The mortality rate from gastrointestinal diseases varied in 1937 from a low rate of 4 per 1,000 live births for the Northeastern and Middle States to a high rate of 16 for the Southwestern States. The rate for Oregon was 1 per 1,000 live births; that for New Mexico, 24.

In all regions except the South West and South East the rates are higher in rural areas than in urban. In urban areas the rate in 1937 was 5

per 1,000 live births; in rural areas, 7 (table 1). Among white infants the rate was 6; among Negro infants, 9; among other races, 15.

It is well known that the death rate from gastrointestinal diseases is highest in the summer and early fall. The death rates by calendar months for the United States during the period 1935-37 are shown in figure 3. It can be seen that the

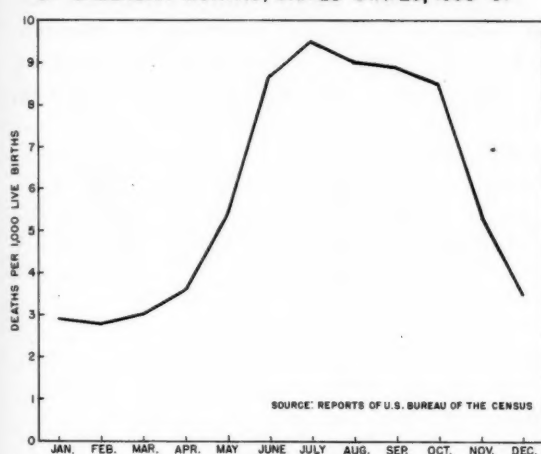


FIG. 3

TABLE 1.—INFANT DEATH RATE FROM GASTROINTESTINAL DISEASES, BY GEOGRAPHIC REGIONS; UNITED STATES, 1937

Geographic regions	Deaths per 1,000 live births		
	Total	Urban	Rural
United States--	6.0	5.0	7.0
South West-----	15.8	17.5	15.0
South East-----	7.6	9.0	7.2
Far West-----	6.0	3.3	10.3
North West-----	4.8	4.4	5.0
North East-----	4.0	3.6	5.0
Middle States-----	3.7	3.5	3.9

Source: Reports of the U. S. Bureau of the Census.

highest rates prevailed from June to October.

Although it is known that the most frequent causes of gastrointestinal diseases in infants are contamination of food and contact with infected individuals and that these conditions can be prevented by proper hygiene and sanitation, more than 13,000 infants died of these diseases in 1937. The practical application of present knowledge regarding the cause and prevention of gastrointestinal diseases in infants will be considered in a later article.

BOOK AND PERIODICAL NOTES

PRINCIPLES OF HEALTH EDUCATION, by C. E. Turner, D.Sc., P.H.D. Second edition. D. C. Heath & Co., Boston. 1939. 335 pp. \$2.

The text deals with discussions of the relationship of health education to general education and to public health and the reasons for health education in the schools. An experiment in health education carried on in Malden, Mass., under the direction of Professor Turner is then described. The following sections give practical help in planning an organized program in health education for the primary grades and for junior and senior high school. There is a chapter on evaluation and measurement of results.

In speaking of the modern perspective on school-health education, Professor Turner says, "Instead of planning the corrective program first and then the program of positive training for supposedly healthy children. . . the modern school

administrator would reverse the order. He would first plan to conduct the school and guard the children in such a way as to maintain health and promote it for all children. He would then plan to take care of those children who fall by the wayside physically in spite of what he is able to do for them."

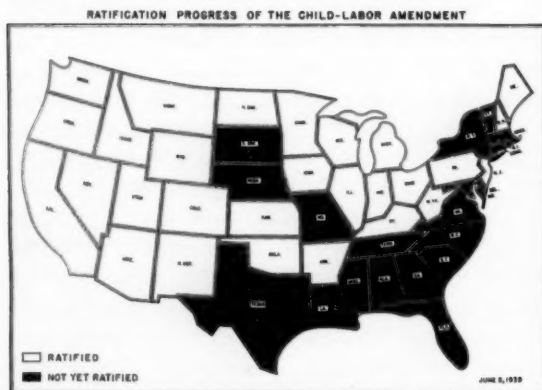
PROGRESS IN THE CARE OF THE CRIPPLED IN POLAND, by A. Wojciechowski, M. D. *Crippled Child*, vol. 16, no. 5 (February 1939), pp. 147-150.

The author reports two achievements in the care of the crippled in Poland: The organization of a society for the care of the crippled and the erection of the first up-to-date establishment for the care of crippled children--the Jozef Pilsudski Sanatorium in Istebna, Silesia. This sanatorium accommodates 400 children, most of whom have tuberculosis, and combines appropriate medical care and good educational training.

CHILD LABOR

PRESENT STATUS OF THE CHILD-LABOR AMENDMENT

The United States Supreme Court, in opinions handed down on June 5, 1939, has cleared the way for the completion of ratification of the pending child-labor amendment. As a result of these opinions, the Kansas and Kentucky ratifications, the validity of which was before this Court, still stand, and only 8 more ratifications are needed to make up the 36 necessary for the adoption of the amendment as part of the Constitution.



The Court had before it two cases from the highest courts of Kansas and Kentucky, *Coleman v. Miller* from the Kansas Supreme Court and *Chandler v. Wise* from the Kentucky Court of Appeals. In both these cases it had been argued that the amendment was no longer subject to ratification for two reasons, i.e., because of the lapse of time since its submission in 1924 and because the legislature of each of these States had previously rejected it. These arguments were not sustained by the United States Supreme Court.

In the Kansas case the United States Supreme Court affirmed the decision of the Supreme Court

of Kansas, which had refused to interfere with the certification of the Kansas ratification to the United States Secretary of State, basing this affirmation on the ground that these questions are political in nature and not for court review.

As to the effect of a rejection by a State previous to ratification, the Court referred to the history of the fourteenth amendment as a historical precedent for its opinion that this is a political question. At that time it was the political branch of the Government, Congress, and not the judicial branch, the courts, that passed on the question whether the amendment had been in fact ratified, deciding that both a previous rejection and a withdrawal following ratification were ineffectual in the presence of an actual ratification.

As to the effect of lapse of time between submission of an amendment and ratification by a State, the Court held that this also is not a question for the courts but a political question which should be open for the consideration of Congress when, "in the presence of certified ratifications by three-fourths of the States, the time arrives for the promulgation of the adoption of the amendment."

The Court dismissed the Kentucky case, *Chandler v. Wise*, upon the ground that "after the Governor of Kentucky had forwarded the certification of the ratification of the amendment to the Secretary of State of the United States, there was no longer a controversy susceptible of judicial determination."

As a result of these two decisions, the Kansas and Kentucky ratifications stand, and the proposed child-labor amendment is still open for ratification by State legislatures.

WAGE RATES FOR HAND-LABOR PROCESSES IN SUGAR-BEET PRODUCTION IN 1935, 1937, AND 1939

In the announcement of the minimum-wage rates to be paid for hand-labor processes in producing, cultivating, and harvesting the 1939 sugar-beet crop is seen the first general reversal of the

upward trend in the wage rates for sugar-beet workers which has been characteristic of the industry since 1935, when minimum wages for sugar-beet labor were first established by the Government under the

Jones-Costigan Act. The Sugar Division of the Department of Agriculture, as required by the Sugar Act of 1937, announced the minimum-wage determination. In a press release on March 30, 1939, it stated in regard to the 1939 rates that "for the United States as a whole the general level of the minimum-wage rates announced today is about 4 percent below that of 1938, practically the same as that of the minimum rates determined for 1937 after enactment of the Sugar Act, and approximately 5 percent above the general level of wages for sugar-beet laborers prevailing prior to passage of this legislation.

Whether set by Government regulation or not, wage rates between producing areas always vary, but each of the several producing areas has been found since 1935 to have, to a greater or less degree, the same trend as the United States. Two producing areas, the one located in northern Colorado and western Nebraska, and the one located in northern Wyoming and Montana, for which the rates paid in 1935 under the Jones-Costigan Act are known, may be used as examples of the general trend. In the former the rate paid in 1935 was

\$19.50 an acre on a normal 12-ton yield. Under the Sugar Act of 1937 the workers in the area earned \$21.94 per acre on this yield, an increase of 13 percent. For the 1939 crop they will receive \$21.60, a rate 1.5 percent below that of 1937. The rates for the northern Wyoming and Montana area have had greater variations. In 1935 sugar-beet workers in that area earned \$21.50 an acre on a normal 12-ton yield. In relative terms the 1937 rate was 14 percent greater than the 1935 rate, and the 1939 rate will be 5 percent less than that of 1937.

The significance of such wage rates for sugar-beet labor, in terms of family welfare, has been shown in the findings of a study of conditions among sugar-beet laborers' families made by the Children's Bureau in 1935. Average (median) annual earnings from hand work in the beet fields were found to be \$340 for a family in that year, according to information obtained from a group of 377 families of beet workers in northern Wyoming, Montana, Minnesota, and Michigan, each of which had one or more children under 16 years of age.

BOOK AND PERIODICAL NOTES

THE JUVENILE LABOR MARKET, by John and Sylvia Jewkes. Victor Gollancz, London. 1938. 175 pp.

In part 1 are given data on the employment, unemployment, and wages of 2,000 children who left elementary schools in five Lancashire towns in the spring of 1934. The homes of the children were visited at intervals by volunteer workers and contact was maintained with 96 percent of the children throughout the 2-year period of the survey.

The authors found that "in a number of cases the juvenile has been quite deliberately retained until the age of 16 years and then dismissed, to avoid an increase in wages. . . . But perhaps the most disturbing cases are those in which children of undoubted ability who have distinguished themselves at school are compelled to take inferior work which must dull their ambition and cramp their natural capacity." They also found that "because unemployment among juveniles is heavy, advantage is being taken of this to keep down wages."

Part 2 contains a discussion of national policy in England in regard to juvenile employment and protective legislation.

HOW FARE PHILADELPHIA PUBLIC-SCHOOL GRADUATES. Junior Employment Service of the School District of Philadelphia. Philadelphia. February 1939. Mimeographed. 22 pp. plus tables.

Follow-up studies of Philadelphia senior-high and vocational-school graduates of 1936 and vocational-school graduates of 1937 were begun in March 1938 under the direction of Junior Employment Service, which is jointly sponsored by the Philadelphia Board of Public Education and the Pennsylvania State Employment Service, affiliated with the United States Employment Service.

This report summarizes the findings for each group in regard to further schooling since graduation, employment since graduation, relation of positions held to training received, and unemployment since graduation.

SOCIALLY HANDICAPPED CHILDREN

RECENT RULINGS AFFECTING ENLISTMENT OF YOUTH WITH JUVENILE-COURT RECORDS

By RUTH BLOODGOOD,
DELINQUENCY DIVISION, U. S. CHILDREN'S BUREAU

For some time many juvenile-court judges, probation officers, and representatives of agencies dealing with welfare problems have been interested in the policies of the United States Army and Navy affecting the enlistment of young men who have juvenile-court records. Provisions in the regulations of these branches of the service, in force until recently, barred from enlistment young men with such records regardless of the merits of the individual applicant.

The United States Children's Bureau has long been in correspondence with judges, probation officers, and representatives of national agencies interested in this situation, including the National Probation Association and the Association of Juvenile Court Judges of America. The Bureau has also participated in conferences relative to the possibility of obtaining liberalization of these rulings. Information received by the Bureau, including citations of individual cases, indicates that the observance of the earlier regulations often resulted in the rejection of young men who had made satisfactory social adjustments following juvenile-court experience.

At its annual meeting in 1934 the National Probation Association passed a resolution, which was referred to the Secretary of the Navy, protesting the ruling of the Navy Department. Following this and other protests, new instructions were issued by the Bureau of Navigation in November 1934 providing that a juvenile-court record should not be necessarily a bar to enlistment but that the application of each boy should be acted upon on its merits. A circular letter embodying this new ruling was sent to all recruiting officers. The letter, dated November 21, 1934, read as follows:

93(a) The greatest precaution shall be exercised to prevent the enlistment of men with reformatory, police-court, or prison records. The acceptance of such men does more to prejudice the general public against the Navy than any other single cause, particularly as the fact that these men are summarily discharged when their records become known does not receive general publicity.

(b) The cases of men who apply for enlistment and are found to have juvenile-court records shall be thoroughly investigated. Should a recruiting officer consider a man with such a record as desirable material for the Navy, before he is accepted for enlistment, full report with recommendation of the recruiting officer and statement of the juvenile-court judge or probation officer shall be made to the Bureau via the recruiting inspector. The Bureau will decide each of such cases on its merits.

(c) Applicants for enlistment who have been reared or trained in institutions having correctional features may be accepted for enlistment only where, in each case, thorough investigation has disclosed that the applicant was not committed therein through any fault of his own.

In January 1939 a change in the policy of the War Department in this respect became effective. This followed the rendering of an opinion by the Judge Advocate General as a result of briefs submitted by the judge of the juvenile court in Cleveland, Ohio. It was pointed out in these briefs that under the provisions of the Ohio law an adjudication in a juvenile court does not operate to impose upon the child any of the civil disabilities ordinarily imposed by a conviction and that a child is not considered a criminal because of such adjudication.

The decision of the War Department held that a record of an adjudication in a juvenile court in the State of Ohio, or in any State having similar provisions in the law, should not bar an individual from enlistment. Since some 30 States have provisions comparable to the Ohio law, the restriction on enlistment formerly in force is liberalized over a wide area.

The following letter, containing notification of the change in policy, was sent by the War Department to the commanders of all corps areas:

January 11, 1939.

Eligibility of Juvenile
Delinquents for Enlistment.

Commanding General,

First Corps Area and all corps areas.

1. The laws of the State of Ohio provide in part as follows:

"No adjudication upon the status of any child in the jurisdiction of the court (juvenile court) shall operate to impose any of the civil disabilities ordinarily imposed by conviction, nor shall any child be deemed a criminal by reason of such adjudication, nor shall such adjudication be deemed a conviction, nor shall any child be charged with or convicted of a crime in any court, * * nor shall such disposition * * operate to disqualify a child in any future civil-service examination, appointment, or application." (Sec. 1639-30, Supp. to the General Code of Ohio, 1936, June 1938.)

2. It is held by the War Department that a record of adjudication of conduct by a juvenile court in the State of Ohio under the statute quoted above or by a juvenile court of any other State having a law similar to that quoted is not a bar to enlistment under section 1118, Revised Statutes.

3. It is desired that recruiting officers be directed to scrutinize carefully the juvenile-court record of an applicant for enlistment to determine whether he is of good character and otherwise eligible for enlistment, and to submit to

higher authority any case in which doubt arises as to the effect of a particular statute.

By order of the Secretary of War:

Adjutant General.

These liberalized policies in both branches of the service place emphasis where it seems desirable--on the selection or exclusion of individuals who have juvenile-court records according to the merits of the individual applicant. With this possibility of selection, boys who have made satisfactory social adjustment following periods of probation or boys whose earlier delinquencies were of a trivial nature need not be rejected. On the other hand, this selective process safeguards the services against an indiscriminate use of the Army or Navy as a method of treatment for juvenile delinquency. The success of the ruling will be determined largely by the cooperative efforts of judges, social workers, and the officers of the recruiting service.

NEWS AND READING NOTES

"Community Coordination" makes appearance

With the issue for January-February 1939 (vol. 7, no. 1), the *Coordinating Council Bulletin* is replaced by *Community Coordination*

as a medium for the exchange of information among the many scattered coordinating councils and for the dissemination of information regarding cooperative efforts and coordinated programs that function successfully on a community basis.

Community Coordination is published bimonthly by Coordinating Councils, 139 North Broadway, Los Angeles (50 cents per year).

U. S. Children's Bureau issues a bibliography on juvenile delinquency

From the extensive literature on juvenile delinquency the Children's Bureau has listed about 250 books and

articles in a List of References on Juvenile Delinquency. Except for a few significant publications of earlier date, the publications included have been written within the last 10 years. The bibliography, which is annotated, is classified under the headings: General articles; statistics; causative factors; the delinquent as an individual; prevention; treatment; the child offender against Federal laws. A compilation of bibliographies on

various phases of delinquency and a list of periodicals which publish pertinent articles are included. The bibliography is mimeographed and will be furnished free on request.

Reprint on juvenile courts available

Juvenile and Domestic-Relations Courts, by Alice Scott Nutt (4 pp.) has been reprinted from

the Social Work Year Book 1939, published by the Russell Sage Foundation. Miss Nutt's paper covers the origin and extent of the juvenile-court movement, the jurisdiction of juvenile courts, domestic-relations courts, the present status of juvenile and domestic-relations courts, and the relation of the court to the community. Single copies are available from the Children's Bureau while the supply lasts.

National Parole Conference held

The National Parole Conference, sponsored by the Department of Justice, was held in Washington, April 17-18, 1939.

Hon. Frank Murphy, Attorney General of the United States, was chairman of the general committee and gave the keynote address on Answering Human Resources Through Parole.

BOOK AND PERIODICAL NOTES

NEW PATTERNS FOR OLD PROBLEMS IN CHILD CARE: Tenth Biennial Report of the Child Welfare Commission of the State of Oregon, for the Biennial Period Ending June 30, 1938. Salem, 1939. 91 pp.

The background and history of the Child Welfare Commission set up in 1919 are given in the introduction. During the biennium covered by the report far-reaching changes were made affecting the work for children as a result of the Social Security Act. The report points out these changes and defines the relationships between the work of the commission, private agencies, and the new State program; gives a summary of the work of the commission, including an interpretation of adoption procedure; and offers recommendations regarding needed legislative measures. These recommendations are for consolidation of the Child Welfare Commission with the State Relief Committee; the licensing of commercial maternity homes by the State Board of Health instead of by the commission; enactment of a State-wide boarding-home licensing law for children; amendment of adoption procedures.

CHILD CARE IN DELAWARE COUNTY, PA. Report prepared by Helen Glenn Tyson, Family and Child Welfare Division, Public Charities Association of Pennsylvania, Philadelphia. July 1938. 59 pp. 35 cents.

This is a report of a study made in 1938 by the Child Welfare Division of the Delaware County Welfare Council with the help of the Family and Child Welfare Division of the Public Charities Association. It not only presents the factual material but organizes and interprets this material and offers recommendations as to the functions of and the division of responsibility between public and private agencies for child care. Other communities making similar studies may find the report especially helpful.

A CHILDREN'S DIVISION IN A PUBLIC RELIEF AGENCY, by Benjamin Glassberg and Cornelia D. Heise. *Social Service Review*, vol. 13, no. 1 (March 1939).

Although there is still no single public child-welfare division in Milwaukee County to meet the needs of dependent and neglected children, according to the authors of this article, the establishment of a Children's Division in the Department of Outdoor Relief is a step in this direction. This Children's Division was first set up in March 1935 for the sole purpose of helping to discharge

the legal responsibility resting upon the superintendent of the Department of Outdoor Relief in his capacity of trustee for support moneys paid by fathers of children born out of wedlock. In addition, it has been possible to gather together the various aspects of work with children which was already being done in the relief department, to meet the special needs of individual children in routine relief work, in some cases to refer them to private agencies, to obtain information about children who are being considered for adoption, and to focus attention on the gaps in the public services to children.

PROBLEMS FACING CHILDREN WHO HAVE HAD A RELATIVELY LONG PERIOD OF INSTITUTIONAL CARE, by Ethel Verry. *Child Welfare League of America Bulletin*, vol. 18, no. 2 (February 1939), pp. 2-3, 6-7.

The adjustment of older children who have spent several years in an institution to community living involves certain special difficulties, says Miss Verry, executive secretary of the Chicago Orphan Asylum. First, there is the problem of economic adjustment--of getting and spending money; second, the problem of living with relatives in a family group; third, the problem of making friends and creating a satisfying social and recreational life; and fourth, the problem of marriage and parenthood. The overprotection of children, a danger in institutional care, Miss Verry points out, increases the difficulty of the adjustments to ordinary living that the child must make.

THE REHABILITATION OF CHILDREN; the theory and practice of child placement, by Edith M. H. Baylor and Elio D. Monachesi. Harper & Bros., New York. 1939. 560 pp. \$3.75.

Case-history materials are used in this textbook as the basis for an analysis of the chief factors in the welfare of foster children. The results of foster-home care are related to the child's family background and personality characteristics in a manner which the authors hope may help to indicate the effectiveness of treatment procedures when applied to various types of children. Appendixes contain brief histories of the Children's Aid Association of Boston and of the New England Home for Little Wanderers and an account of the preventive clinic of the Children's Aid Association.

GENERAL CHILD WELFARE

MOTHERS AND CHILDREN UNDER SOCIAL INSURANCE IN LATIN AMERICA

By ANNA KALET SMITH,
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Among recent developments in Latin America affecting mothers and children, social insurance deserves particular mention. The first social-insurance law of general application in Latin America was passed in Chile in 1924, 40 years after a similar law was enacted for the first time in Europe and 11 years before the Social Security Act in the United States.

The law of Chile occupies an important place in the history of social insurance in Latin America, because of its extensive scope, well-organized national system of health work, and the contribution of relatively long experience. Also--in common with other social-insurance laws of Latin America and Europe--it is compulsory for the groups included; it emphasizes prevention of illness, which, among other results, reduces the cost of insurance; and it extends the services to dependents of the insured person.

GENERAL SOCIAL-INSURANCE LAWS

Chile¹

The social-insurance law of Chile provides for insurance against the emergencies of illness, maternity, invalidity, old age, and death. The insurance is compulsory for all persons with an annual income below a specified amount who are engaged in clerical or manual work for a private employer, for the Government, or independently. Insurance is optional for other groups of the population, but only the compulsory aspects of the insurance will be discussed here.

The cost of insurance is defrayed from a fund to which the workers contribute 2 percent of their wages or salaries, the employers 5 percent of the same amount, and the Government 1½ percent. Independent workers pay 4½ or 5½ percent of their income, and the Government contributes an equal

amount. In addition, the insurance fund includes proceeds from certain taxes and fines, interest on investments, and private gifts.

1. *Administration.*--The social-insurance law of Chile is administered by the National Organization for Workers' Compulsory Insurance, which is attached to the Ministry of Health. In 1938 the national organization had 43 local branches, and the number of insured persons was 1,400,000, about one-third of the country's population.

2. *Benefits.*--Insured persons receive the following benefits:

In case of illness, medical attendance and medicines, hospital care, care in sanitariums, and weekly payments in cash are provided.

Women insured in their own right and wives of insured men receive medical attendance before, during, and after childbirth. The women insured in their own right receive also a cash benefit equal to 50 percent of their wages for 2 weeks before and 2 weeks after childbirth, and 10 percent of their wages until the child is 1 year of age.

Insured persons totally incapacitated by a chronic disease, if not compensated under the industrial-accidents law, receive cash payments varying from 50 to 100 percent of their wages. Retirement pensions are available for persons who reach the age of 55 to 65 years. A funeral benefit is paid to the family on the death of the insured person.

Insured persons who desire to extend to their families the benefits of medical attendance and medicines must pay an additional 5 percent of their wages. The employers and the Government make no contribution in these cases.

3. *General medical services.*--Since the main purpose of the insurance system is to provide medical treatment and preventive care, the National Organization for Workers' Compulsory Insurance has organized medical services throughout the country under the National Bureau of Medical Service. In each of the 15 Provinces there is a provincial medical bureau that studies and proposes measures for the correct functioning of the work. The medical bureau maintains consultation centers in

¹Diario Oficial, Santiago de Chile, Sept. 26, 1924, p. 2291, and June 10, 1938, p. 1684; Previsión Social, Santiago de Chile, January-February 1938, p. 497; and Carlos Maldonado Boggiano: El Seguro Social en Chile en su Aspecto Médico Sanitario, Santiago, Caja de Seguro Obligatorio, 1938 (37 pp.).

cities and medical stations in towns and rural communities, also sanitariums, hospitals, rest homes, centers of rehabilitation, and "institutes for mother and child."

In the capitals of the Provinces the consultation centers offer medical service by specialists and are completely equipped with X-ray apparatus, electrotherapy apparatus, clinical laboratories, and ambulances. In other cities and towns the equipment is less extensive, but complete services for mother and child are available in cities of 10,000 to 15,000 population. Even in rural localities with less than 200 population there are medical stations which are visited at intervals by a physician and are equipped with simple surgical instruments and a first-aid kit.

When insured persons are unable to come to the center or station they are attended at their homes by a physician, assistant physician, midwife, or nurse.

At the centers and some of the medical stations dental treatment, except for special surgical work, is given free of charge.

Hospital care is provided for the insured persons either in public-welfare institutions under contract with the national insurance organization or in hospitals maintained by the organization.

4. Medical services for mother and child.—Prenatal care is given to insured women and to the wives of insured men.

During pregnancy periodic physical examinations are given, including Wassermann tests, examinations of urine and of the blood pressure, and roentgenography of the chest. Necessary treatment is provided; nurses visit the women's homes. Trained social workers investigate the social and economic conditions of expectant mothers and take measures for the solution of various problems.

At childbirth attendance is provided either in the woman's home or in a hospital. If normal labor is expected and the home conditions are satisfactory the woman is allowed to stay at home. A midwife attends her at childbirth, and the necessary medicines and other articles are provided by the insurance organization. If home conditions are not satisfactory or if there is reason to expect labor complications the woman is taken to a maternity hospital. In such cases the delivery is attended by a physician, who is required also to observe the woman during the postpartum period.

The child receives the following care:

Within 24 hours after birth a nurse and a pediatrician visit the mother and examine the child. They give instructions on the proper care of the child. The nurse must visit the child every day until the mother is able to bring him to the consultation center. When necessary, food and articles of clothing are brought by the nurse.

The mother is required to bring the child at prescribed intervals to the consultation center or medical station for examination by a pediatrician and a nurse.

Treatment is given in cases of congenital syphilis.

A tuberculin test is given to each child. If the mother or any member of the family has tuberculosis, or if proper care cannot be given in the home because of economic and social conditions, the child is placed in a foster home selected by the insurance organization, which also pays for his care and provides regular supervision by a pediatrician and a nurse.

Trained social workers visit the mothers and teach them care of the child and of the house. The visitors also render social service in cases of unemployment, illness, and other emergencies. If the mother is unmarried efforts are made to bring about the legitimation of the child. In many consultation centers the mothers are taught cooking, sewing, and the management of the family income.

Complete services for mother and child as described were in existence in 74 cities and towns of Chile in 1938. The President of the Republic in his message to Congress read in May 1938 stated that the Government had decided to establish such services throughout the country.

5. Preventive medical care.—The insurance system was made more effective by a law of 1938 requiring every insured person to have a general physical examination at least once a year.

In this examination a particular search is made for symptoms of tuberculosis, syphilis, and cardiovascular and occupational diseases. Treatment is given free of charge for all diseases and is compulsory for persons infected with syphilis. A complete or partial rest with pay may be prescribed for the prevention of illness. Employers pay 1 percent of their payroll into the insurance funds to meet the cost of these rest periods.

The benefits of examination and preventive treatment may be extended to the families of insured persons. Part of the insurance funds may be used for the construction of rest homes, centers of vocational reeducation, agricultural colonies, recreation centers, and vacation colonies.

For 10 years after the enactment of the law in Chile the development of social insurance in other Latin American countries was at a standstill. But about 1934, possibly as a result of disturbed economic conditions, the movement was resumed with new vigor; the new national constitutions adopted about that time in several countries proclaimed

the principle of social insurance and were followed by appropriate legislation.

Ecuador²

In 1935 Ecuador enacted a compulsory social-insurance law for clerical and manual workers in public and private service. Here, as in Chile, the workers, the employers, and the State are required to contribute to a fund from which payments are made in case of illness, permanent disability, and old age; funeral benefits also are paid. The insured persons are entitled to medical care, and the law provides for medical treatment and preventive care. It has been reported that the facilities for this work are being gradually expanded.

Peru³

In Peru a law enacted in 1936, which became operative on March 1, 1937, provides insurance against the risks of illness, maternity, permanent incapacity for work, and old age; funeral benefits also are provided. The insurance is compulsory for persons in private service whose income is less than a specified amount.

Employers are required to pay $3\frac{1}{2}$ percent of the insured workers' wages into a national insurance fund; the workers pay $1\frac{1}{2}$ percent, and the Government pays 1 to $2\frac{1}{2}$ percent.

1. *Benefits.*—In Peru insured persons are entitled to the following benefits:

In case of illness insured persons receive medical attendance by a general practitioner or a specialist, medicines, hospital or sanitarium care, and from 40 to 50 percent of their wages. For an additional 1 to 2 percent of the worker's wages, medical care and medicines are provided for his wife and for his children under 14 and obstetric care also is provided for his wife.

A woman insured in her own right is entitled before, during, and after childbirth to medical attendance by a general practitioner or a specialist in her home or to hospital care, and to medicines. Her employment for 20 days before childbirth and 40 days afterward is prohibited by law; during this time, and for another 12 days if she stays away from work, she receives 50 percent of her wages. If at the end of the 72 days she is still unable to work she is paid the regular sick benefit. Her employer must keep her position for her.

²Registro Oficial, Quito, Jan. 13, 1936, p. 81.

³Informaciones Sociales, Lima (published monthly), July 1937 to February 1939.

If she nurses her child she receives from the insurance fund an amount equal to one-fourth of her wages, whether or not she returns to work. Employers are required to provide special rooms for the care of employees' infants. Maternity and nursing benefits may be withheld if the woman disobeys the physician's orders or refuses to attend the health centers.

Pensions of 40 to 60 percent of the last wages earned are paid to persons totally incapacitated by chronic illness and to persons who have reached the age of 60 years. An addition to the pension is made for each dependent.

On the death of an insured person the family receives a funeral benefit and one-third of the last annual wages.

2. *Preparations for administration of the law.*—The National Social Insurance Board was organized in Peru in 1937 with representatives of the public-health and welfare authorities, employers, and workers. A commission of physicians and persons experienced in social work was appointed to study the medical needs of the population and methods of supplying these needs. In 1938 the construction of hospitals, maternity homes, and health centers in several places was reported.

MATERNITY-INSURANCE LAWS

In two countries, Argentina and Cuba, maternity insurance is in operation in the absence of general social-insurance laws.

Cuba⁴

In Cuba maternity insurance, under a law of 1934, became operative in December 1937. This insurance is required for women between the ages of 18 and 40 doing manual or clerical work in industry, commerce, private nonprofit establishments, and Government offices. Every employed man is required to insure his wife or his common-law wife.

Employers must contribute one-half of 1 percent of the insured workers' wages or salaries to a national insurance fund; the workers pay one-fourth of 1 percent; and the Government contributes the proceeds from various fines.

1. *Provisions of the law.*—The following maternity benefits are provided in Cuba:

Every woman insured in her own right receives full wages for 6 weeks after confinement; on presenting a physician's certificate she may absent herself from work for 6 weeks before childbirth on

⁴Boletín Oficial del Seguro de Salud y Maternidad, Habana (published monthly), March 1938 to April 1939.

full pay. In case of the mother's death as a result of childbirth the payments are made to the person responsible for the care of the child. Insured women are entitled also to attendance during childbirth by a physician or a midwife, paid by the insurance organization. Hospital care will be provided as soon as hospitals become available.

The law provides the following safeguards:

The employer may not discharge a woman because of pregnancy or during authorized absence from work in the prenatal or postnatal periods. The employment of women is prohibited during the 6 weeks following confinement.

Public or private establishments employing 50 or more women must provide a room where the children less than 2 years of age of the women workers may remain in safety during the hours of work. This room must comply with conditions of hygiene prescribed by the National Department of Labor, and a registered nurse must be in charge. A woman nursing her child must be allowed for that purpose at least one-half hour twice a day on the employer's time.

Pregnant women may not be employed on work which is beyond their strength, which requires standing for long periods at work benches, or which may be otherwise harmful to them.

2. *Administration.*—The law on maternity insurance is administered by a Central Board on Health and Maternity under the National Department of Labor of Cuba. The board consists of 10 representatives of the employers' and workers' organizations and of the national agencies in charge of public health, welfare, and education.

The national board gives advice and information on all questions pertaining to maternity insurance and health and supervises the work of the subordinate agencies, the distribution of funds, and the organization of various medical services to be established. The administration of the law in the six Provinces is handled by boards consisting of representatives of the employers, the workers, the Department of Labor, and the medical and teaching professions. Municipal boards have been established in the larger cities. Provincial and municipal boards are functioning up to this time only in places where hospital facilities were already provided.

The national board began in January 1938 the publication of a monthly bulletin which reports on developments under the maternity-insurance law. In 1938 social service was introduced for maternity

cases in Habana. Maternity hospitals have been constructed by the board in several places. Where public hospitals are not available maternity cases are cared for in private hospitals.

The number of women attending prenatal centers is increasing gradually. The maternity-insurance board of Habana has established child-health centers where children are examined by physicians and mothers are advised on child care. Popular literature on child care is distributed.

*Argentina*⁵

In Argentina a maternity-insurance law was enacted in 1934, and regulations for its administration were issued in 1936. Insurance is compulsory for all women between 15 and 45 years of age doing manual or clerical work in public or private establishments. Every woman must pay into a special fund a day's wage once in 3 months; the employer and the Government must each pay an equal amount. The woman is entitled to free medical care before, during, and after childbirth; her employment is prohibited for a total of 2½ months; and she receives a cash benefit equal to her wages for this period.

The law requires that infants be brought regularly to the health centers. It provides for the establishment of maternity homes and homes for expectant mothers and for the appointment of inspectors to enforce the law throughout the country. Little information is available on the functioning of the law.

PLANS FOR SOCIAL INSURANCE IN OTHER COUNTRIES

In several other countries preparations are being made for the introduction of social-insurance systems. In Brazil, where a law of 1936 provided the framework for a comprehensive system of social insurance, a committee was appointed in 1938 to draft a bill for sickness insurance. Plans for social insurance are being made in Mexico. In Venezuela a bill was to be introduced this year. All these bills include measures for the protection of mothers and children.

⁵Argentina: Departamento Nacional del Trabajo, Boletín informativo (published monthly), April-June 1936.

BOOK AND PERIODICAL NOTES

A. Child Guidance and Recreation

NURSERY-SCHOOL EDUCATION, by Josephine C. Foster and Marion L. Mattson. D. Appleton-Century Co., New York. 1939. 361 pp. \$2.50.

The progress made by nursery-school education since 1929, when the authors published *Nursery School Procedure*, is shown by the expansion of material on music, language, the nursery-school plant, parent education, and the nursery school and community, into separate chapters and by the relatively small attention given to arguments justifying the nursery school. After an introductory chapter, *What Is a Nursery School?* which constitutes part 1, the authors plunge directly in part 2 into a description of the physical, mental and social development of children 2, 3, and 4 years of age as it appears in the nursery school. Learning at the nursery-school age, the promotion of physical well-being, and the promotion of mental health are considered in detail from the point of view of the purpose and program of the nursery school.

In part 3 of the book is discussed the routine of the nursery-school day, including free play, habits of cleanliness, food and eating habits, rest and naps, language, books and stories, and music.

Part 4, *Planning for a Nursery School*, covers plant, play equipment, staff, program, records, and reports. Part 5 carries the discussion beyond the nursery-school walls to a consideration of parent education and of the place of the nursery school in the community.

SCHOOL CAMPS: A VALUABLE SOCIAL SERVICE TO BE EXTENDED. *Social Service Review* (London), vol. 20, no. 2 (February 1939), pp. 63-67.

Since 1935, this article states, 16 school camps with a total capacity of 4,100 children have been established in England. Eight of them are managed by the National Council of Social Services, which took the lead in developing the movement, and the others by the Y.M.C.A. or by local volunteer organizations. The cost of constructing and equipping the camps and the recurrent maintenance charges are borne by the Commissioner for the Special Areas. Although lessons are held in the morning, the policy of the camps is to give health

and recreation precedence over purely educational subjects.

The British Government has now asked Parliamentary approval, it is stated, for the expenditure of £1,000,000 for the construction of 50 camps, with the idea that they could be used, in case of war, to supplement evacuation facilities.

B. Books for Children

ON A RAINY DAY, by Dorothy Canfield Fisher and Sarah Fisher Scott. A. S. Barnes & Co., New York. 1939. Pages not numbered. \$1.

This book was prepared by Dorothy Canfield Fisher and her daughter for the National Recreation Association and contains many full-page drawings by Jessie Gillespie.

In the course of a rainy morning, David, Elizabeth, and Jimmy run the gamut of singing, drumming, and marching games, and act out familiar rhymes and stories. In the afternoon, when it has stopped raining, they play hopscotch outdoors with some friends, and finally return to the house to play with scrapbooks and make dollhouses and furniture out of cardboard boxes. Although the story is told in narrative form, the various activities are described in a way that enables child readers to put them into practice.

A TRIP TO THE NEW YORK WORLD'S FAIR WITH BOBBY AND BETTY, by Grover Whalen, as told to Elsie-Jean. Dodge Publishing Co., 116 East Sixteenth St., New York, 1938. 96 pp. \$2.

The president of the New York World's Fair takes Bobby and Betty on an imagined trip through the New York World's Fair in this book. The illustrations include pictures of the Perisphere and Trylon, the World of Health, Hall of Communications, New York City Building, Consumers' Building, Town of Tomorrow, Lagoon of Nations, Aviation Building, Children's World, and many other features visited by Bobby and Betty.

JOHNNY'S SO LONG AT THE FAIR. Select Printing Co., New York. 1938. 16 pp.

Glimpses (in color) of Johnny "swinging it," "lapping up vitamins" at the milk bar, getting chummy with a clown, relaxing in a lawn chair, learning how children in other countries play,

and visiting the "dog house" give some idea of the resources of entertainment and education offered by the Children's World at the New York World's Fair.

TEACHING THE NEW YORK WORLD'S FAIR. New York World's Fair 1939, Inc. 4 pp. each.

Four leaflets prepared by a member of the teaching staff of the New York Public Schools under the joint direction of the New York Board of Education and the New York World's Fair 1939, Inc., describe the educational, historic, and architectural aspects of the New York World's Fair and the community-interests zone.

C. The Community Survey

YOUR COMMUNITY; its provision for health, education, safety, and welfare, by Joanna C. Colcord. Russell Sage Foundation, New York. 1939. 249 pp. 85 cents.

In view of the far-reaching changes during the past decade in the field of community organization for health, education, safety, and welfare, as well as in methods of making community surveys, the Russell Sage Foundation offers this comprehensive volume to replace Margaret F. Byington's pamphlet, *What Social Workers Should Know About Their Own Communities*, last revised in 1929. Miss Colcord's book is addressed to the larger public rather than to social workers and is designed for the use of study groups, classes in civics, and students at schools of social work. The text and arrangement of material are new, but the device of listing questions to be answered has been borrowed from the earlier pamphlet.

The chapters on health, recreation, education, the family, provision for the physically and mentally handicapped, and public assistance all bear some relation to care of children who are

able to live in normal family homes or with relatives. Provisions under the Social Security Act for maternal and child-health services are discussed under health services (pp. 100-102), and services for crippled children under provision for the handicapped (pp. 127-129) from the point of view of local needs, facilities, and resources.

A separate chapter on Special Provisions for Child Care covers agencies, public or private, State or local, which serve children whose home conditions are abnormal or who present problems requiring special care. This chapter includes some discussion of child-welfare services under the Social Security Act, provisions for the legal protection of children, the juvenile court, protective organizations, facilities for foster-family care, day-nursery care, and institutional care. Under institutional care are included institutions for dependent or neglected children, summer camps, and institutions for delinquent children.

The last chapter is on agencies for community planning and coordination and includes sources of public information such as the newspaper and radio. For convenience in use as a reference book there are a list of public and private agencies, a list of references, and a subject index.

HOW TO MAKE A COMMUNITY YOUTH SURVEY, by M. M. Chambers and Howard M. Bell. American Council on Education Studies, Series IV--American Youth Commission, vol. 3, no. 2, Washington, January 1939. 45 pp.

Essential steps in initiating, planning, and executing a community study of the status and needs of young persons are covered in this pamphlet. The point of view of the authors is that "comparison of jobs available, on the one hand, with the youthful applicants and the jobs they want, on the other, is very likely to stimulate much realistic thinking by all concerned."

The Children's Bureau does not distribute the publications to which reference is made in *THE CHILD* except those issued by the Bureau itself. Please write to the publisher or agency mentioned for all others.

Mrs. Ruth Deets, director of the Division of Child Welfare, South Dakota State Department of Social Security, died on May 26, 1939. Mrs. Deets, after receiving her master's degree from Columbia University and having 2 years of experience in settlement work in New York, went to South Dakota, where she was employed as State field worker for the Federal Emergency Relief Administration. In February 1936 she became technical assistant to the executive secretary of the State Child Welfare Commission. Soon after this the Division of Child Welfare of the State Department of Social Security was established and Mrs. Deets was chosen as its director. After her appointment Mrs. Deets was tireless in developing services and resources for meeting the needs of underprivileged children in the State. Her loss to the State is very great. However, the sound foundation she built and the ideals she established for child-welfare work will remain as an inspiration to workers who will carry on the program.

Notice of the sudden death on May 28, 1939, of Martha A. Bonham, supervisor of child-welfare services in South Carolina, has been received in the Children's Bureau with sorrow. Miss Bonham returned to South Carolina after receiving a diploma from the National Catholic School of Social

Service and a master's degree from the Catholic University of America and spending several years in family and child-welfare work with the Catholic Charities of Toledo, Ohio, and Washington, D. C., and in the New York Foundling Hospital. In 1936 she joined the staff of the South Carolina Temporary State Department of Public Welfare and a year later became chief of the Division of Child Welfare in the new permanent department, acting as supervisor of both aid to dependent children and child-welfare services.

Miss Bonham's love for children, her deep loyalty to her own State, and her devotion to high standards of social work made her eager to have South Carolina provide skilled services to children on a State-wide basis. She had a wide influence in the extension of child-welfare services and of understanding of the need for them. Her loss is a very real one, difficult to measure, but her work should serve as a challenge to those who will continue the child-welfare program.

The death of Grace Abbott, former Chief of the Children's Bureau, occurred in Chicago on June 19, 1939. An early number of *The Child* will take the form of a special issue in honor of Miss Abbott.

THE CHILDREN'S FRIENDS

In the midst of the general rejoicing over victory of the child-labor amendment in the United States Supreme Court, we wish to congratulate the hundreds of men and women of high and lowly estate who have been working for this cause so long.

Theirs has been the courage, patience, and faith to keep going despite opposition and--what is so often harder to take--apparent public indifference.

Among this gallant band none deserves more praise than Miss Grace Abbott, a leader in this

movement for many years. As head of the United States Children's Bureau for 13 years, and since 1934 professor of public-welfare administration at the University of Chicago, Miss Abbott has been a great public servant.

To those interested in the continuing problems of child protection and development, we commend her brilliantly constructive new book, "The Child and the State."

--Washington (D. C.) News,
June 8, 1939.

CONFERENCE CALENDAR

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| July 2-6 | National Education Association. Seventy-seventh annual convention, San Francisco. | | East Forty-fourth St., New York. Subject: Financial and service statistics of health and social-work agencies. |
| July 7-9 | Conference on Educational Frontiers. School of Education, Stanford University, Calif. | Aug. 6-11 | World Federation of Education Associations. Eighth biennial congress, Rio de Janeiro. |
| July 7-27 | Fourteenth Seminar in Mexico. Committee on Cultural Relations With Latin America, 156 Fifth Ave., New York. Seminar sessions will be held in Cuernavaca, Puebla, and Mexico City. | Aug. 14-18 | National Medical Association. New York. |
| July 8-15 | International Federation for Housing and Town Planning. Stockholm, Sweden. | Aug. 27-31 | American Dietetic Association. Annual meeting, Los Angeles. |
| July 10-14 | American Association of Workers for the Blind. Eighteenth biennial convention, Hotel Biltmore, Los Angeles. | Aug. 30-Sept. 2 | American Country Life Association. Pennsylvania State College, Pa. |
| July 16-22 | Fourth World Congress of Workers for the Crippled, Bedford College, London. | Sept. 11-15 | American Congress on Obstetrics and Gynecology. Sponsored by American Committee on Maternal Welfare. Cleveland. Fred L. Adair, M.D., Chairman. |
| July 17-21 | American Dental Association. Annual meeting, Milwaukee. | Oct. 9-13 | National Recreation Association. Twenty-fourth national recreation congress, Boston. |
| July 24-28 | Blue Ridge Institute for Southern Social Work Executives. Twelfth session, Blue Ridge, N. C. Sponsored by Community Chests and Councils, 155 | Oct. 17-20 | American Public Health Association. Sixty-eighth annual meeting, Pittsburgh. |
| | | Oct. 23-29 | Better Parenthood Week. Sponsored by <i>Parents' Magazine</i> , 9 East Fortieth St., New York. |

CHILDREN'S BUREAU

KATHARINE F. LENROOT, CHIEF

UNITED STATES DEPARTMENT OF LABOR

FRANCES PERKINS

SECRETARY

Published under authority of Public Resolution No. 57, approved May 11, 1922 (42 Stat. 541), as amended by section 307 Public Act 212, approved June 30, 1932 (47 Stat. 409). This publication approved by the Director, Bureau of the Budget, May 12, 1936.

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